# <u>C-1</u>

## ZONING CHANGE REVIEW SHEET

CASE: C14-2012-0092 - Slaughter Crossing

**Z.A.P. DATE:** December 18, 2012

ADDRESS: 8801 1/2 South Congress Avenue

**OWNER:** AggieGO Austin, LTD

**AGENT:** RPS Espey (Dale Gray)

(Paul J. Clarke)

**ZONING FROM:** DR; SF-2; CS-CO

**TO:** CS **AREA:** 15.052 acres

## **SUMMARY STAFF RECOMMENDATION:**

The Staff's recommendation is to grant general commercial services – conditional overlay (CS-CO) combining district zoning. The Conditional Overlay prohibits vehicle storage. The Restrictive Covenant includes all recommendations listed in the Traffic Impact Analysis memorandum, dated December 12, 2012, as provided in Attachment A.

# **ZONING & PLATTING COMMISSION RECOMMENDATION:**

December 18, 2012:

#### **ISSUES:**

None at this time.

## **DEPARTMENT COMMENTS:**

The subject property consists of unplatted land and includes former Texas Department of Transportation (TXDOT) right-of-way that was vacated in 2010. The western portion of the property is zoned general commercial services – conditional overlay (CS-CO) district zoning by two 1990s cases while the balance of the property is zoned development reserve (DR) and single family residence – standard lot (SF-2) since its annexation into the City limits in 1980. There is undeveloped industrial zoned land to the north (LI-CO), and the southbound IH-35 service road and main lanes border the east property line. There are commercial uses to the south and east, with more intense commercial uses along South Congress Avenue north of its intersection with Slaughter Lane (GR-CO; CS; CS-CO). Please refer to Exhibits A (Zoning Map) and A-1 (Aerial View).

The Applicant requests general commercial services (CS) district zoning as the first step in developing the land with commercial uses including a shopping center, hotel, financial services and restaurants. A subdivision plat is also in process. Please refer to Exhibit B. Staff recommends CS-CO zoning for the property based on the following considerations: 1) access is taken to a major arterial roadway; 2) compatibility with the zoning pattern and general land use character established between Ralph Ablanedo and Slaughter Lane, and separation from residential uses; 3) the Conditional Overlay prohibits vehicle storage in the context of its

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proximity to the major intersection of IH-35 and Slaughter Lane; and 4) the conditions of the traffic impact analysis limit development to maintain acceptable traffic conditions on adjacent roadways and intersections.

#### **EXISTING ZONING AND LAND USES:**

	ZONING	LAND USES
Site	DR; SF-2; CS-CO	Undeveloped, with a few areas used for storage
North	DR; SF-2	Undeveloped
South	GR-CO	Service station with food sales; Commercial shopping center anchored by Wal-Mart
East	N/A	Southbound lanes of IH-35 Service Road and main lanes
West	CS; CS-CO	Service station with food sales; Restaurant; Auto repair; Equipment (truck) rental

AREA STUDY: N/A TIA: Is required – Please refer to Attachment A

WATERSHED: Onion Creek DESIRED DEVELOPMENT ZONE: Yes

CAPITOL VIEW CORRIDOR: No SCENIC ROADWAY: No

## **NEIGHBORHOOD ORGANIZATIONS:**

26 - Far South Austin Community Association

96 - Southeast Corner Alliance of Neighborhoods

242 - Slaughter Lane Neighborhood Association

511 – Austin Neighborhoods Council 627 – Onion Creek Homeowners Association

742 - Austin Independent School District

786 - Home Builders Association of Greater Austin

1037 - Homeless Neighborhood Association 1075 - League of Bicycling Voters

1200 - Super Duper Neighborhood Objectors and Appealers Organization

1224 - Austin Monorail Project 1228 - Sierra Club, Austin Regional Group

1236 – The Real Estate Council of Austin, Inc. 1258 – Del Valle Community Coalition

1340 – Austin Heritage Tree Foundation 1363 – SEL Texas

#### **SCHOOLS:**

Pleasant Hill Elementary School Bedichek Middle School Crockett High School

#### **CASE HISTORIES:**

NUMBER	REQUEST	COMMISSION	CITY COUNCIL
C14-2012-0046 -	RR; SF-2 to GR	To Grant GR-CO	Apvd. GR-CO as
135 W. Slaughter		w/CO for a list of	Commission
Ln.		prohibited uses	recommended
			(12-13-2012).



C14-04-0105 -	DR to CS	m G G G	
Pennington Ltd.	DR to CS	To Grant CS-CO w/C0	1
Partnership – 8706	; ]	for 2,000 trips	Commission
& 8708 S. Congres	SS		recommended (9-30-
Avenue			2004).
C14-03-0066 -	RR; SF-2; L1-	To Grant GR-CO with	Approved GR-CO
WalMart – IH-35	CO; CS-CO and	conditions of the TIA	with CO provide a 6'
and Slaughter Lane	CS to		fence and landscaping
	GR		along Cullen Lane; 2)
	Ì		direct all traffic south
			on Cullen Lane by way
	1		of limited function
			driveways onto Cullen
			Lane that allow right-
			in and left-out
			movements only; 3)
			the use of shielded /
	1		hooded lights
			throughout the site;
			and, 4) a list of
			prohibited uses and
	1		one accessory use.
	1		The Restrictive
			Covenant is for the
		ł	TIA memorandum and
		i	an Integrated Pest
		1	Management (IPM)
			Plan and a landscape plan for the use of
			native and adapted
	1		plant materials (10-30-
	<u> </u>		2003).
C14-00-2114 -	I-RR to CS	To Grant CS-CO with	Apvd. CS-CO as
R.L. Plumley	1	CO for prohibited uses:	Commission
Subdivision,	Ì	adult-oriented	recommended (10-12-
Rezoning of Lot 1 –		businesses,	2000).
9007 Cullen Ln.		campground, kennels,	1
		pawn shops & vehicle	1
		storage, no signage	
		visible from IH-35 and	
		conditions of r-o-w	,
		dedication on Cullen	
C14-96-0017 –	I DD. DD. CD.	Ln.	
Tom F. Donnahoo	I-RR; DR; GR to CS	To Grant CS-CO with	Apvd. CS-CO with CO
Subdivision Zoning	CS		for prohibited uses of
	<u>.                                    </u>		campground, kennels,

– 8905 Cullen Ln.			vehicle storage, pawn shops; no access to Cullen Ln., 2,000 trips (4-24-1997).
C14-96-0016 – 9009 Cullen Lane – Plumley Subdivision Zoning	I-RR to CS	To Grant CS-CO	Apvd. CS-CO w/CO for prohibited uses of campground, kennels, pawn shops and vehicle storage (4-25-1996).
C14-89-0077 – F. G. Spillman, et al – 8327-8413 Block of S Congress Ave	DR; SF-2 to LI	To Grant LI-CO	Apvd. LI-CO w/CO for a 25' front yard setback for structures and requiring that industrial uses comply with PDA performance standards; RC requires stormwater detention for expansion or reestablishment of auto salvage (7-12-1990).

#### **RELATED CASES:**

The DR and SF-2 portions of the property were annexed into the City in 1980 (C7a-80-023). The CS-CO portion of the property was annexed into the City on November 11, 1984 (C7a-83-017 A – Ord # 841115-L).

The CS-CO portion of the property was zoned under two different cases. On the southern portion of the CS-CO zoned area, the Conditional Overlay prohibits campground and vehicle storage (C14-92-0058 – Ord. No. 920806-H). On the northern portion of the CS-CO zoned area, the Conditional Overlay limits general retail sales (general) and general retail sales (convenience) uses to a maximum of 29,800 square feet of gross floor area (C14-92-0130 – Ord. 930225-I).

A 13 lot subdivision is in process for the subject property (C8-2012-0104.0A – Clarke Commercial I). Please refer to Exhibit B.

#### **ABUTTING STREETS:**

Name	ROW	Pavement	Classification	Daily Traffic
IH-35	Varies	120 feet	Freeway - 6 lanes	144,000
South Congress Avenue	120 feet	Major Arterial – 4 lanes	Major Arterial	10,000
West Slaughter Lane	120 feet	2 @ 36 feet	Major Arterial	40,234



- Slaughter Lane is classified in the Bicycle Plan as Bike Route No. 86 and S. Congress Ave. is classified in the Bicycle Plan as Bike Route No. 47.
- Capital Metro bus service (Routes No.201 and 1L) is available along S. Congress Ave.
   and Slaughter Lane.
- There are existing sidewalks along S. Congress Ave. and Slaughter Ln. There are no existing sidewalks along IH-35.

CITY COUNCIL DATE: January 17, 2013

**ACTION:** 

**ORDINANCE READINGS:** 1st

2<sup>nd</sup>

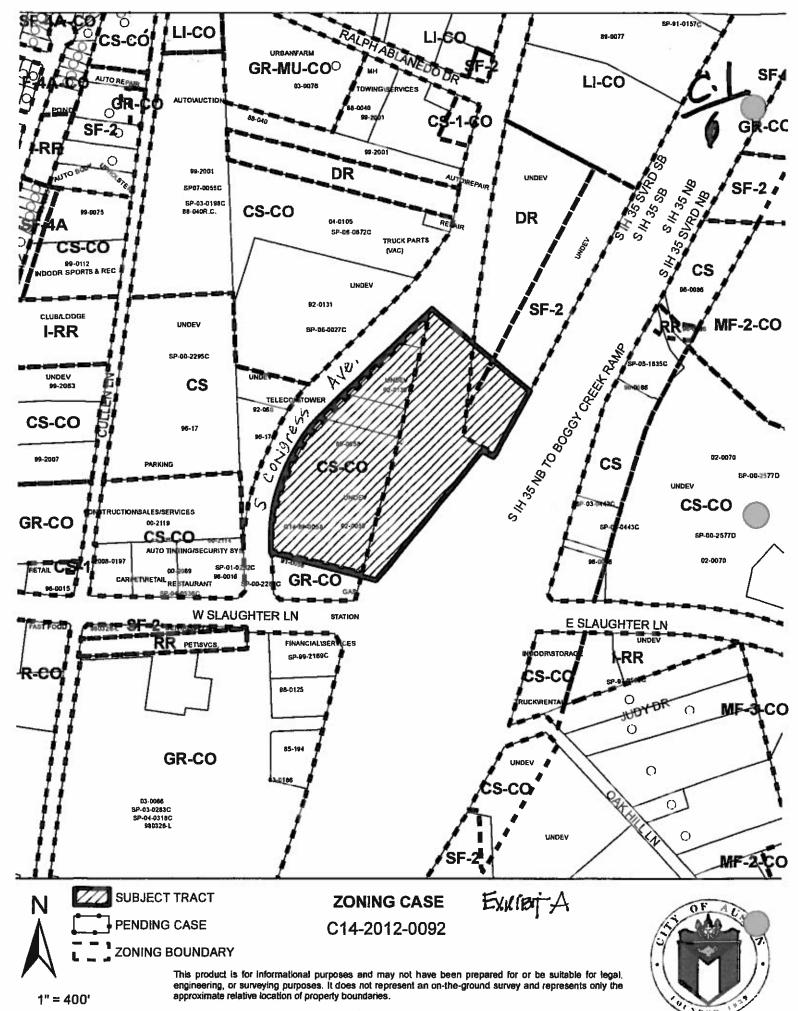
3<sup>rd</sup>

**ORDINANCE NUMBER:** 

CASE MANAGER: Wendy Rhoades

**PHONE:** 974-7719

e-mail: wendy.rhoades@austintexas.gov



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C14-2012-0092 / Slaughter Crossing C1/7



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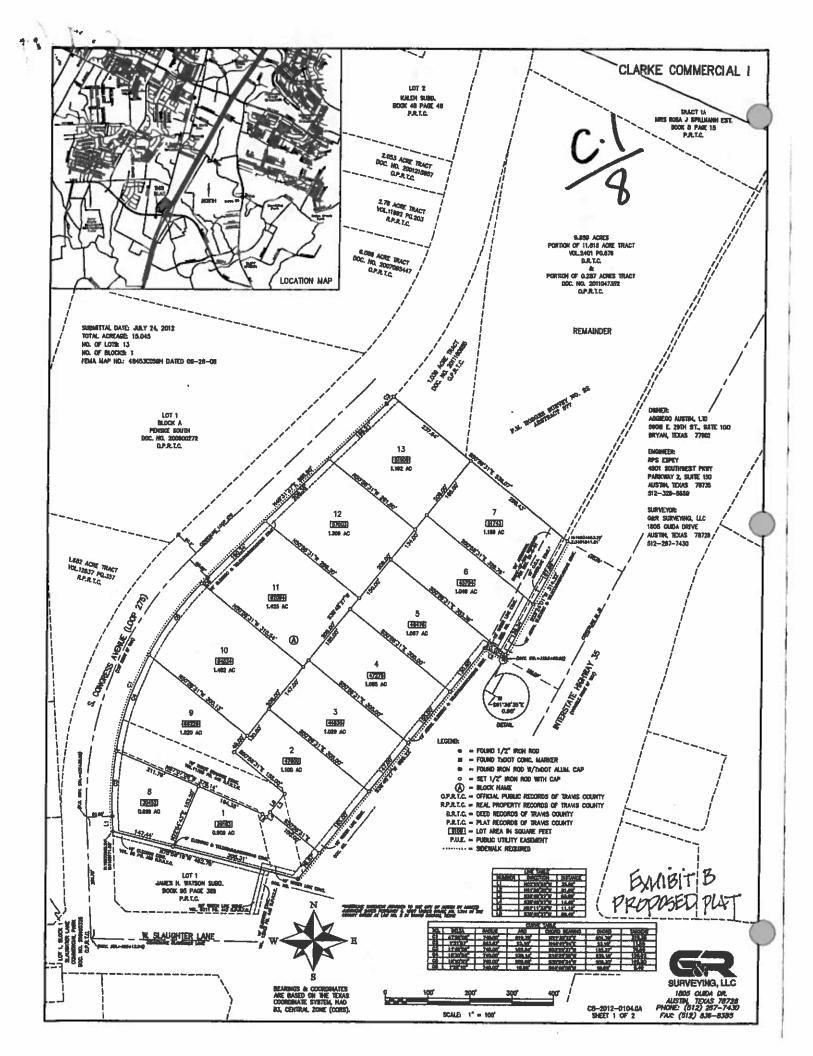
Exhibit A-1

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Date:

December 12, 2012

To:

Wendy Rhoades, Case Manager

CC:

Kathy Smith, P.E., HDR Engineering, Inc.

Reference:

Slaughter Crossing TIA (Zoning Case; C14-2012-0092)

The Transportation Review Section has reviewed the Traffic Impact Analysis for the Slaughter Crossing TIA (Zoning Case C14-2012-0092), dated July 18, 2012, prepared by HDR Engineering, inc., and offers the following comments:

## TRIP GENERATION

The Slaughter Crossing development is a 15.05-acre site located in south Austin at the northwest corner of the intersection at IH-35 and Slaughter Lane.

The property is currently undeveloped and zoned CS-CO, SF-2, and DR. The proposed development is to consist of 67,000 SF of shopping center, 24,000 SF of high turnover (sit-down) restaurant, 6,000 SF of drive-in bank, 6,000 SF of fast-food restaurant with drive-through, and a hotel with 275 rooms. The estimated completion of the project is expected in the year 2015.

Based on the standard trip generation rates established by the Institute of Transportation Engineers (!TE), the development will generate approximately 15,130 unadjusted average daily trips (ADT).

The table below shows the adjusted trip generation by land use for the proposed development:

Table 1. Trip Generation						
LANDING		<u>-</u> -	AM	Peak	PMI	Peak
LAND USE	Size	ADT	Enter	Exit	Enter	Exit
Shopping Center	67,000 SF	6,124	90	57	275	287
Hotel	275 Rooms	2,088	87	56	85	77
Fast-food Restaurant w/drive-through	6,000 SF	2,977	151	145	106	97
Drive-In Bank	6,000 SF	889	42	33	77	77
High Turnover (sit-down) Restaurant	24,000 SF	3,052	144	133	158	110
Total		15,130	514	424	701	648

#### **ASSUMPTIONS**

1. Background traffic volumes for 2015 included estimated traffic volumes for the following projects:

Toro Negro Lounge (C14-2011-0042)

Colonial Grand at Cityway (C14-2010-0027)

Rosa's Café (SP-2011-0109C)

Goodwill at South Park Meadows (SP-2010-0275C)

Oak Terrace (SP-2010-0206C)

Regency Nursing and Rehabilitation Center at South Park Meadows (SPC-2009-0014C)

Sun Devil Auto (SP-2008-0158C)

South Park Meadows Shopping Center (SP-05-0568C[R3])

The Grove at South Park Meadows (C14-05-0171)

South Park Meadows (C14-04-0075)

ATTACUMENT A

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Double Creek Village (C14-03-0053, C14-04-0018-0020, C14-2008-0220, C14-2010-0111) Harrell Tract (C14-04-0124-0126, C14-04-0160, C14-2007-0253)

Piatinum Siaughter Lane (C14-2011-0081)

- 2. Pass-by reductions of 34%, 43%, 47%, and 50%, respectively, were assumed for the shopping center, high turnover restaurant, drive-in bank, and fast-food restaurant land uses during the PM peak period based on data provided in ITE Trip Generation, 8<sup>th</sup> Edition.
- 3. A 10% reduction was taken for internal capture for the shopping center, high tumover restaurant, and fast-food restaurant during the AM peak period. A 10% reduction was taken for internal capture for all land uses proposed for this development during the PM peak period based on data provided in ITE Trip Generation, 8<sup>th</sup> Edition.
- 4. No reductions were taken for transit use.

#### **EXISTING AND PLANNED ROADWAYS**

South Congress Avenue — This roadway forms the western boundary of the site. The Austin Metropolitan Area Transportation Plan and the CAMPO 2035 Transportation Plan classify South Congress Avenue as a four-lane divided major arterial in the site's vicinity area north of Slaughter Lane. South Congress Avenue transitions to an internal site roadway south of Slaughter Lane which services the South Park Meadows development. Based on TxDOT data, the traffic volume for South Congress Avenue in 2010, north of Hubach Lane, was 12,330 vehicles per day (vpd).

IH-35 - This roadway forms the eastern boundary of the site. Based on TxDOT data, the traffic volumes for IH-35 in 2010, north and south of Slaughter Lane, were 140,000 and 118,000 vehicles per day (vpd) respectively. The Austin Metropolitan Area Transportation Plan (AMATP) and the CAMPO 2035 Transportation Plan classify IH-35 as a six-lane freeway in the site's vicinity area. The AMATP and the CAMPO Transportation Plan recommend IH-35 to be upgraded to an eight-lane freeway by 2025.

Slaughter Lane – Slaughter Lane is located to the south of the property and it is classified as a sixlane divided major arterial in the AMATP and CAMPO 2035 Transportation Plan. The latest traffic volume for Slaughter Lane was obtained by HDR Engineering and is estimated at 32,500 vpd based on recent 2011 traffic counts west of South First Street. Slaughter Lane is classified in the Bicycle Plan as Route 86. Currently, there are no planned improvements to this road in the vicinity of the site.

South First Street - This roadway is classified as a four-lane undivided minor arterial by the Austin Metropolitan Area Transportation Plan and the CAMPO 2035 Transportation Plan between William Cannon Drive and Slaughter Lane. South First is a four-lane divided minor arterial south of Slaughter Lane. The latest traffic volumes for South First Street are estimated at 13,500 vpd based on recent 2011 traffic counts taken south of Slaughter Lane. Currently, there are no planned improvements to this road in the vicinity of the site.

Francia Trail — This roadway is currently a two-lane undivided road north Slaughter Lane. The traffic volume on Francia Trail is estimated at approximately 1,600 vpd based on 2011 peak hour counts taken by HDR. Currently, there are no planned improvements to this road in the vicinity of the site.

Ralph Ablanedo Drive – This roadway is currently a two-lane undivided road in the site's vicinity. Based on TxDOT data, the traffic volume for Ralph Ablanedo Drive in 2010 was 3,760 vehicles per day (vpd) west of South Congress Avenue. Currently, there are no planned improvements to this road in the vicinity of the site.

**Cullen Lane** – This roadway is currently a two-lane undivided road north of Slaughter Lane and a two-lane divided collector south of Slaughter Lane. Based on TxDOT data, the 2010 traffic volume for Cullen Lane was 2,960 vehicles per day (vpd) north of Slaughter Lane. Currently, there are no planned improvements to this road in the vicinity of the site.

# INTERSECTION LEVEL OF SERVICE (LOS)

The TIA analyzed 7 intersections, 5 of which are signalized. Existing and projected levels of service are as follows, assuming that all improvements recommended in the TIA are built:

Table 4. Level of Service							
Intersection		012 sting	2015 Site + Forecasted (with Improv.)		Forec	Site + casted nprov.)	
i,	AM	PM	AM	PM	AM	PM	
IH-35 and Slaughter Lane *	Е	F	D	E	F	F	
Congress Avenue and Slaughter Lane*	D	F	Е	F	F	F	
Cullen Lane and Slaughter Lane*	В	С	-	-	Α	С	
Slaughter Lane and Francia/Southpark Meadows Drive*	В	А	-	-	В	С	
Slaughter Lane and South First Street*	D	D	<u> </u>			D	
South First and Ralph Ablanedo Drive	Α	Α			A		
Congress Avenue and Ralph Ablanedo Drive	Α	Α	-	_	A		
Site Driveways and IH-35 West Frontage Road			Α	A	_	<del></del>	
Site Driveways and South Congress Lane			Α	A	<u> </u>		
* = SIGNALIZED							

<sup>\* =</sup> SIGNALIZED

#### RECOMMENDATIONS

- Two copies of the final version of the TIA Incorporating all corrections and additions must be submitted before the 3<sup>RD</sup> Reading of the zoning case is scheduled.
- 2) Final approval from the Austin Transportation Dept. and the Texas Dept. of Transportation is required prior to 3<sup>RD</sup> Reading for the cost estimates of the recommended traffic improvements.
- 3) Prior to 3<sup>RD</sup> Reading of the zoning case for this development, fiscal is required to be posted based on a pro-rata share of the listed improvements in the TIA.
- 4) All driveways should be constructed as recommended in the TIA and in accordance with the Transportation Criteria Manual.
- 5) Development of this property should be limited to uses and intensities which will not exceed or vary from the projected traffic conditions assumed in the TIA, including peak hour trip generations, traffic distribution, roadway conditions, and other traffic related characteristics.

If you should have any questions or require additional information, please contact me at 974-7649.

Ivan J. Naranio

Sr. Planner ~ Transportation Review Staff

City of Austin - Planning and Development Review Department

<sup>- =</sup> NO IMPROVEMENT IS NEEDED

° Ç14-2012-0092



### **SUMMARY STAFF RECOMMENDATION:**

The Staff's recommendation is to grant general commercial services – conditional overlay (CS-CO) combining district zoning. The Conditional Overlay prohibits vehicle storage. The Restrictive Covenant includes all recommendations listed in the Traffic Impact Analysis memorandum, dated December 12, 2012, as provided in Attachment A.

## BASIS FOR LAND USE RECOMMENDATION (ZONING PRINCIPLES)

1. The proposed zoning should be consistent with the purpose statement of the district sought.

The general commercial services (CS) district is intended predominantly for commercial and industrial activities of a service nature having operating characteristics or traffic service requirements generally incompatible with residential environments. The CS district is best suited for uses located at intersections of arterial roadways or arterials with collector status. The intention is to promote safe and efficient use of transportation facilities.

2. Zoning changes should promote an orderly and compatible relationship among land uses.

Staff recommends CS-CO zoning for the property based on the following considerations: 1) access is taken to a major arterial roadway; 2) compatibility with the zoning pattern and general land use character established between Ralph Ablanedo and Slaughter Lane, and separation from residential uses; 3) the Conditional Overlay prohibits vehicle storage in the context of its proximity to the major intersection of 1H-35 and Slaughter Lane; and 4) the conditions of the traffic impact analysis limit development to maintain acceptable traffic conditions on adjacent roadways and intersections.

#### **EXISTING CONDITIONS**

#### Site Characteristics

The subject property is undeveloped and slopes to the south, towards Slaughter Lane.

#### **Impervious Cover**

The maximum impervious cover allowed by the CS zoning district would be 80% which is a consistent figure between the watershed and zoning regulations.

#### **Environmental**

The site is not located over the Edwards Aquifer Recharge Zone. The site is in the Desired Development Zone. The site is in the Onion Creek Watershed of the Colorado River Basin, which is classified as a Suburban Watershed by Chapter 25-8 of the City's Land Development Code. Under current watershed regulations, development or redevelopment on this site will be subject to the following impervious cover limits:



Development Classification	% of Net Site Area	% with Transfers
Single-Family (minimum lot size 5750 sq. ft.)	50%	60%
Other Single-Family or Duplex	55%	60%
Multifamily	60%	70%
Commercial	80%	90%

According to floodplain maps there is no floodplain within or adjacent to the project boundary.

Standard landscaping and tree protection will be required in accordance with LDC 25-2 and 25-8 for all development and/or redevelopment.

Numerous trees will likely be impacted with a proposed development associated with this rezoning case. Please be aware that an approved rezoning status does not eliminate a proposed development's requirements to meet the intent of the tree ordinances. If further explanation or specificity is needed, please contact the City Arborist at 974-1876. At this time, site specific information is unavailable regarding other vegetation, areas of steep slope, or other environmental features such as bluffs, springs, canyon rimrock, caves, sinkholes, and wetlands.

Under current watershed regulations, development or redevelopment on this site will be subject to the following water quality control requirements:

Structural controls: Sedimentation and filtration basins with increased capture volume and 2 year detention.

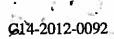
## **Transportation**

A traffic impact analysis is required and has been received. Additional right-of-way, participation in roadway improvements, or limitations on development intensity may be recommended based on review of the TIA [LDC, Sec. 25-6-142]. Comments are provided in Attachment A.

The Austin Metropolitan Area Transportation Plan calls for a total of 400 feet of right-of-way for IH-35. If the requested zoning is granted, then 200 feet of right-of-way should be reserved from the existing centerline of IH-35 in accordance with the Transportation Plan [LDC, Sec. 25-6-51 and 25-6-55). This item has been deferred to the subdivision plat stage.

## Water and Wastewater

The landowner intends to serve the site with City of Austin water and wastewater utilities. The landowner, at his own expense, will be responsible for providing any water and wastewater utility improvements, offsite main extensions, utility relocations and or abandonments required by the land use. The water and wastewater utility plan must be reviewed and approved by the Austin Water Utility for compliance with City criteria. All water and wastewater construction must be inspected by the City of Austin. The landowner must pay the City inspection fee with





the utility construction. The landowner must pay the tap and impact fee once the landowner makes an application for a City of Austin water and wastewater utility tap permit.

## Site Plan & Compatibility Standards

South Congress Avenue is a Suburban Roadway (Future Core Transit Corridor) and South IH-35 frontage road is also a Suburban Roadway/Highway

Any new development is subject to Subchapter E. Design Standards and Mixed Use.

The site is subject to compatibility standards. Along the North property line, the following standards apply:

- . No structure may be built within 25 feet of the property line.
- No structure in excess of two stories or 30 feet in height may be constructed within 50 feet of the property line.
- No structure in excess of three stories or 40 feet in height may be constructed within 100 feet of the property line.

Site plan review and approval cannot be finalized until the lot(s) is/are legal by recorded plat or grandfathered by Land Status Determination (Section 25-1-61). This comment is in reference to C8-2012-0104.0A).

FYI – For and when the proposed site plan is submitted, please record a Unified Development agreement that clearly ties these lots together for the construction, use, and maintenance of the proposed Detention facility. A Joint Use Access Easement will also be required. Please be aware this process takes some time and now requires lien-holders information/consent.

Additional comments will be made when the site plan is submitted.